



SHAPING THE FUTURE ... TOGETHER

EXECUTIVE SUMMARY

NOVEMBER 2010

GUAM MILITARY RELOCATION

RECORD OF DECISION (ROD)

What Is a ROD?

A Record of Decision (ROD) provides the public record of the Environmental Protection Agency's (EPA) decision related to a proposed action. The ROD must:

1. State what the decision was;
2. Identify all alternatives considered in reaching its decision, specifying the alternative or alternatives which are considered to be environmentally preferred;
3. State whether all practicable means to avoid or minimize environmental harm from the alternative(s) selected have been adopted, and if not, why they were not adopted;
4. Adopt and summarize a monitoring and enforcement program, where applicable, for mitigation.

ENVIRONMENTAL IMPACT STATEMENT (EIS) PROCESS

NOTICE OF INTENT

SCOPING PROCESS

ALTERNATIVES ANALYSIS

REVISED NOTICE OF INTENT

SCOPING UPDATE

DRAFT ENVIRONMENTAL IMPACT STATEMENT

FINAL ENVIRONMENTAL IMPACT STATEMENT

RECORD OF DECISION

PUBLIC INVOLVEMENT THROUGHOUT THE PROCESS

ROD Overview

The Guam Military Relocation ROD states “The Department of Navy (DoN) and Department of Army... announce their decision to proceed with Guam and CNMI military relocation.” The ROD includes “descriptions and discussions of all related actions and their impacts. Combined these two elements—proposed and related actions, with associated impacts—provide the context for consideration of the collective and cumulative impacts associated with all actions addressed in the Final EIS (FEIS).” Further the ROD states, “To implement the actions necessary for relocating U.S. Marine Corps forces from Okinawa to Guam, the DoN has decided to select all of the preferred alternatives described in Volumes 2, 3, and 6 of the FEIS and to implement all mitigation measures noted in this ROD.”

The ROD documents and demonstrates why the Department of Defense (DoD) has chosen to implement the preferred alternatives for each of the actions described in the FEIS except those noted as deferred. The ROD includes descriptions and discussions of the proposed actions and their impacts. It also includes descriptions and discussions of all related actions and their impacts. Combined, these two elements - proposed and related actions, with associated impacts - provide the context for consideration of the collective and cumulative impacts associated with all actions addressed in the FEIS.

As part of the ROD, the Council for Environmental Quality (CEQ) facilitated discussions wherein the DoD reached major agreements with various federal regulatory agencies regarding key issues, refined action alternatives for Guam’s potable water and wastewater systems, committed to the use of force flow reduction and Adaptive Program Management (APM) as mitigation measures, and established a Civil-Military Coordination Council (CMCC) to implement APM. The ROD also recognizes that, as the military construction projects necessary to implement the actions move forward, the regulatory agencies will have a continuing role through either a regulatory, permitting, or advisory capacity and will continue to be a partner in the implementation of the actions.

Certain mitigation measures proposed in the FEIS, but not included as a DoD commitment in the ROD, were eliminated from consideration for various reasons. However, one major consideration was the lack of existing fiscal authority for the DoD to fund such measures. Many of the socioeconomic and general services types of mitigation measures that would improve physical structure, infrastructure, or manpower of the Government of Guam’s public organizations or agencies, are outside DoD’s ability to fund and implement.

The ROD was prepared in accordance with CEQ Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act (NEPA) 40 Code of Federal Regulations (CFR) parts 1500 to 1508 and specifically, 40 CFR 1505.2 - Record of Decision in cases requiring Environmental Impact Statements.

GUAM MILITARY RELOCATION RECORD OF DECISION (ROD)

MARINE CORPS

Actions Moving Forward:

Development and construction of facilities and infrastructure to support approximately 8,600 Marines and their 9,000 dependents being relocated from Okinawa to Guam.

Development and construction of facilities and infrastructure to support training and operations on Guam and Tinian.

Decisions Deferred:

DoN has elected to defer selection of a specific site for the construction and operation of a live fire training range complex in the Route 15 area on Guam pending completion of the Section 106 consultation process under the National Historic Preservation Act (NHPA). Likewise, a selection regarding implementation of a roadway improvement project realigning Route 15 is hereby deferred pending selection of a specific site for construction.

NAVY

Action Moving Forward:

Construction of a new deep-draft wharf with shoreside infrastructure improvements, creating the capability in Apra Harbor to support a transient nuclear powered aircraft carrier.

Decision Deferred:

DoN has elected to defer the selection of a specific site for the construction and operation of a transient nuclear aircraft carrier (CVN) berth within Apra Harbor for the near term.

ARMY

Action Moving Forward:

Development of facilities and infrastructure on Guam to support relocating approximately 600 military personnel and their 900 dependents to establish and operate an Air and Missile Defense Task Force (AMDTF).

Decision Deferred:

As of the date of the ROD, the DoD has not decided to construct and operate an AMDTF on Guam.

UTILITIES

Actions Moving Forward:

Renovation and development of additional capacity for power, water, and wastewater systems, both on-base and off-base, to support the increased demand from the new Marine Corps Base and associated growth in DoD and civilian population caused by the Military Relocation.

Decision Deferred:

None

ROADWAYS

Action Moving Forward:

Improvements to off-base roads, bridges and intersections to support increased traffic and offset significant impacts caused by the Military Relocation.

Decisions Deferred:

Roads associated with the CVN berthing site, the AMDTF and the Firing Range.

SOCIOECONOMIC

In addressing the Socioeconomic issues, the following is an excerpt from the ROD:

“The focus of the underlying EIS, as with all documents prepared under NEPA, is the impacts of the proposed action upon the environment. Thus, the DEIS, FEIS, and this ROD evaluated the impacts of the proposed military build-up actions upon the natural and physical environment of Guam and Tinian. Only to the extent that natural and physical impacts associated with the proposed actions are interrelated with social or economic effects are the social and economic effects discussed. Therefore, the analysis and discussion presented in the DEIS, FEIS, and ROD must be viewed through the prism of environmental impacts, not social or economic impacts.”

RELOCATION ACTIONS

Development of Main Cantonment Area:

Military support functions include headquarters and administrative support, bachelor housing, family housing, supply, maintenance, open storage, community support, some site-specific training functions, and open space. The preferred alternative includes land parcels from NCTS Finegayan, South Finegayan, and acquisition of the former FAA parcel, for a total of 2,580 acres. This alternative will develop approximately 54 percent of the total Overlay Refuge in the Finegayan area. The Main Cantonment area would be configured such that all facilities would be located on contiguous parcels of land, including the family housing area.

This was the preferred alternative because it most effectively balanced environmental, public, and operational needs. It allowed for the placement of all operations, administrative logistics, quality of life, and housing facilities in one location, which will lead to increased operational efficiency, lower operational costs, and more efficient utilization of DoD lands. Further, it reduces the impacts on the local community. Finally, it has a significant but mitigable impact on the endangered species that occupy the Overlay Refuge.

Development of Training Areas:

Three subclasses of training support functions are required to support Marine Corps units relocating to Guam, including live fire training ranges, non-fire maneuver ranges, and aviation training ranges. In addition, ammunition storage at both the Naval Munitions Site (NMS) and Andersen Air Force Base (AFB) Munitions Storage Area (MSA), and access to the Naval Munitions Site road are required.

Ammunition Storage: The preferred alternative on southern Guam locates one high explosive earth-covered magazine (ECM) in the High 12 Group area of the NMS, which contains other high explosive magazines. Ten other ECMs would be co-located at the NMS. The Parson's Road Area is the preferred alternative for Ammunitions Storage at the NMS. On northern Guam, one alternative was identified within MSA 1 at Andersen AFB for the placement of ECMs, work areas, administrative/inert warehouse building, and storage for ammunition, chaff, and flares.

NMS Access Road: To meet maneuver requirements on NMS, the use of its maneuver area will require access. The preferred alternative is to acquire right of way on the existing 0.4 mile long hiking trail (but not improve the trail), and only use it for foot traffic.

Aviation Training Ranges: Training sites that were considered are either improved or unimproved areas used to practice landing/

takeoff and air field support (including loading/unloading of fuel, munitions, cargo, and personnel.) Because of the mix of requirements and the need for diversity in training locations, no single aviation training site would fulfill the total requirement; therefore, airfield training locations at Andersen AFB, Northwest Field (NWF), Orote Airfield, Andersen South, and the NMS would be used for aviation training.

Development of Airfield:

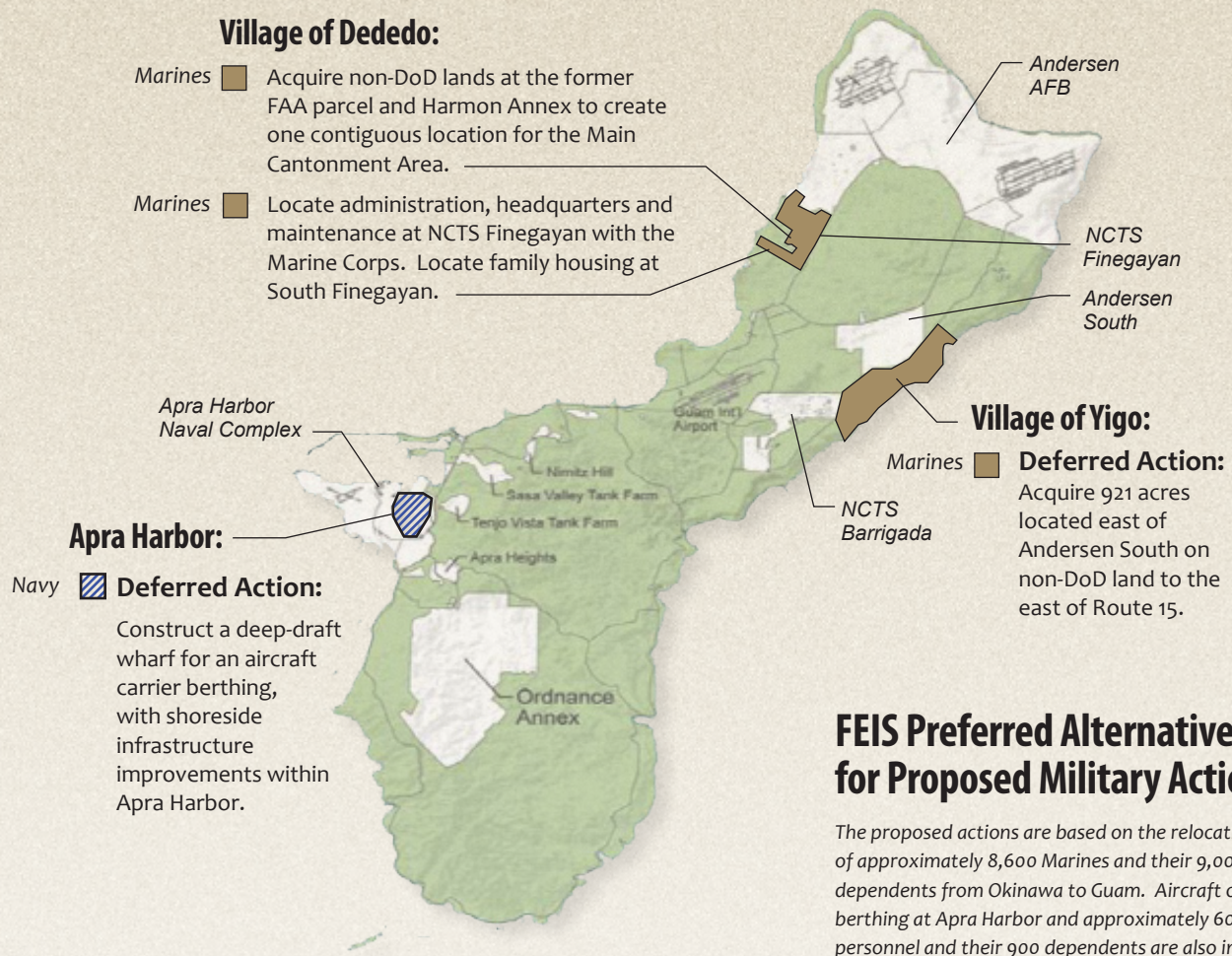
Airfield functions include operations and training by aviation units and aviation support units requiring runway and hangar space, and maintenance; supply; and administrative facilities. Also required is the capability to conduct air embarkation operations. Based on existing land availability and existing Air Force operations, the only reasonable alternative for Marine Corps Air Combat Element (ACE) airfield functions was Andersen AFB North Ramp. An area on the Andersen AFB South Ramp is the only reasonable alternative for an air embarkation facility. It would be co-located with the existing Air Force air embarkation facility.

Development of Waterfront:

Waterfront capabilities must be upgraded to accommodate the increased traffic from visiting ships and amphibious assault craft due to the increase in personnel being trained in the region. Based on existing land availability and Navy operations, the only reasonable alternative for the waterfront functions is Naval Base Guam, Apra Harbor. Inner Apra Harbor has existing wharf infrastructure that would be improved to support the Marine Corps waterfront operation functions. Victor Wharf will be improved to support amphibious task force ships, while Uniform Wharf will be improved to support high speed vessels (HSVs). Sierra and Tango Wharves will be improved to support escort combat ships. Administrative and operational facilities would be constructed in addition to the wharf upgrades. An embarkation and staging area, including port support buildings and an area for equipment cleaning and inspections related to bio-hazard and customs requirements, would be created.

The proposed waterfront actions and associated wharf repairs will include the dredging of approximately 327,000 cubic yards of sediment from Inner Apra Harbor. The preferred alternative for clean dredge disposal is beneficial reuse including shoreline stabilization below the aircraft carrier wharf, creation or fill of berms and backstops at proposed military firing ranges on Guam, and modernization programs at the Port Authority of Guam.

GUAM MILITARY RELOCATION RECORD OF DECISION (ROD)



FEIS Preferred Alternatives for Proposed Military Actions

The proposed actions are based on the relocation of approximately 8,600 Marines and their 9,000 dependents from Okinawa to Guam. Aircraft carrier berthing at Apra Harbor and approximately 600 Army personnel and their 900 dependents are also included.

RELOCATION DEFERRALS

Live Fire Training Range:

There are two alternatives for the location of live fire training ranges, both located in the Route 15 area. The preferred alternative (Alternative A) would require realignment of approximately 1.7 miles of Route 15 to the interior of the existing Andersen South parcel. The total land area, not including submerged lands, is estimated at 1,090 acres.

The DoN is deferring the selection of a specific site for the construction and operation of the live fire training range pending completion of the Section 106 consultation process under the NHPA.

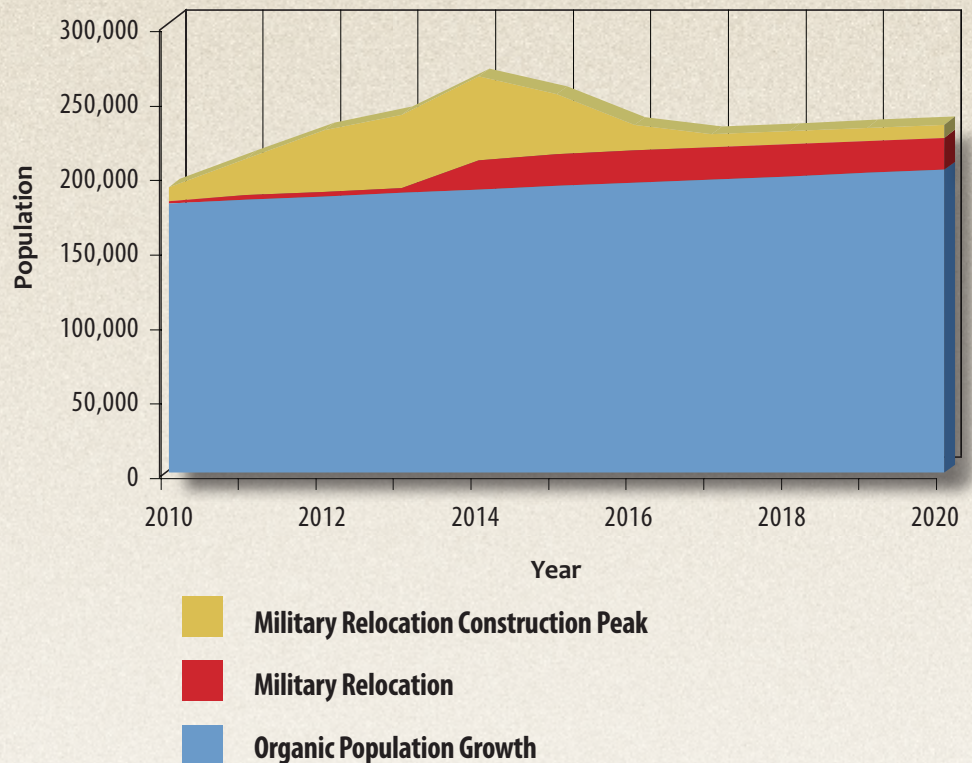
Apra Harbor:

Specific site selection of the transient nuclear aircraft carrier berth within Apra Harbor is being deferred. Final site selection will occur only after completion of project (site-specific) level NEPA analyses and Clean Water Act (CWA) permitting processes. The additional data collected, associated analysis, and any other data that may be required by the US Army Corps of Engineers (USACE) during the CWA permitting process, will be used in the future to assist in the subsequent selection of a specific site for the transient nuclear aircraft carrier berth and to support any future CWA permitting decisions for the selected site, including compensatory mitigation. The additional data collected and analyzed for specific sites will be used by the Navy (as provided in the CEQ regulations governing supplemental and tiered environmental impact analysis).

FORCE FLOW

Force flow is the rate at which military population, including military personnel, their dependents, and civilian workers for the military, will arrive on Guam. Force flow will be managed to ensure that military populations will not be relocated to Guam until the requisite facilities are constructed. The DoD commits to implementing the mitigation measure of force flow to reduce or avoid impacts associated with construction related peak population and overall population changes on Guam and their effect on Guam's infrastructure. The force flow mitigation measure manages only the pace of moving military and their dependents to the Island, not the pace of construction. The implementation of the force flow mitigation measure by itself will have a dramatic effect on reducing the rate of population growth and environmental impacts. The resource areas that will experience a reduction in impacts include marine transportation, wastewater treatment, roadways, water resources, air quality, recreational resources, terrestrial and marine biological resources, cultural resources, socioeconomics and general services, public health and safety, and environmental justice/protection of children. Noise impacts may be delayed due to airfield and range operations improvements being initiated at a later date.

Guam Population Growth: 2010 - 2020



Source: Guam and CNMI Military Relocation FEIS, Volume 9, Appendix F, Socioeconomic Impact Assessment Study, July 2010

ADAPTIVE PROGRAM MANAGEMENT (APM)

The DoD will implement APM to revise construction tempo and adjust the sequencing of construction activities to directly influence workforce population levels and indirectly influence induced population growth before significant environmental impacts occur or infrastructure capabilities are exceeded. This mitigation measure will focus on controlling the immediate

effects associated with construction personnel and related induced population patterns. The Civil-Military Coordination Council (CMCC) will provide advice and recommendations to the DoD to pace the construction efforts with existing / programmed infrastructure capabilities.

GUAM MILITARY RELOCATION RECORD OF DECISION (ROD)

BIOSECURITY FOR GUAM AND OTHER ISLANDS

The DoD has initiated a pathway risk analysis and is developing a Micronesia Biosecurity Plan (MBP). The MBP will identify recommended actions to minimize invasive species risks posed by the proposed actions associated with the military relocation. It will provide a biosecurity blueprint for the Micronesia Region as well as the documentation and justification needed by Micronesian governments to seek funding



for biosecurity Best Management Practices (BMPs).

Details of the MBP development and interim biosecurity measures (that will be implemented by the DoN to address invasive species impacts) are included in the ROD. The Final MBP is anticipated in March 2011 and will be available for public review.

UTILITIES

The Roadmap Agreement with the Government of Japan (GoJ) states that “Japan will provide \$6.09 billion, including \$2.8 billion in direct cash contributions to develop facilities and infrastructure on Guam to enable the III Marine Expeditionary Force (MEF) relocation.” Of this amount, GoJ will provide \$740 million of financing for utilities upgrades, expansion, and development associated with the Marine Corps relocation. The DoD is currently in the process of finalizing the agreement with the GoJ on the scope of projects proposed for overall funding that includes water and wastewater projects that are estimated to require approximately \$575 to \$600 million of GoJ financing. The remainder of the \$740 million of GoJ funding is proposed to address power projects that have been coordinated with the Guam Power Authority (GPA).



Specifically, the DoD is engaged with GoJ officials to discuss Japanese Fiscal Year 2011 funding for refurbishment and improvements to the Northern District Wastewater Treatment Plant (NDWWTP) primary treatment capability, sewage collection system upgrades in northern and central Guam, and development of DoD potable water well, transmission, and treatment systems. Additionally, negotiations are underway with the GoJ for the development of Implementation Guidance for utilities that will govern the US-GoJ efforts to finance and execute the necessary utility upgrade and improvement projects.

To support the on-base utility demands for the Marine Corps relocation and the off-base utility demands resulting from workforce housing and induced population associated with the relocation, the DoD and Guam utility providers have pursued a cooperative effort commonly referred to as the “One Guam” solution. The “One Guam” solution leverages the water and wastewater resources of the DoN and Guam Waterworks Authority (GWA) in the most cost effective manner to alleviate many significant utility shortfalls in northern and central Guam. At the same time, required system improvements are implemented to accommodate the projected increased utility demands in these areas as a result of the Marine Corps relocation.

The DoD, GWA, and the USEPA have cooperated to identify and prioritize water and wastewater projects island-wide that are necessary to address existing deficiencies as well as requirements to support the Marine Corps relocation. The effort has created a list of projects that should be implemented within a five-year period. Although no validated estimates are yet available, a preliminary estimate for these various projects totals approximately \$1.3 billion over the five-year period. DoD will continue to coordinate with the GoJ, the Guam Consolidated Commission on Utilities (CCU), and GWA to finalize business structures and technical solutions to use the GoJ funding arrangements to meet the program requirements. In addition to the DoD’s efforts to finalize terms and conditions of funding with the GoJ regarding the estimated \$575 to \$600 million in water and wastewater improvements, the CEQ has facilitated interagency discussions with the DoD and the appropriate federal agencies to identify the specific projects, the level of funding, and source of funding for the remaining \$700 million of necessary water and wastewater infrastructure improvements on Guam that should be accomplished in the five-year period.

CIVIL-MILITARY COORDINATION COUNCIL (CMCC)

In response to these projected significant environmental impacts and to maintain military operational readiness during the construction of facilities, transition, and movement of the affected military units and personnel from Okinawa to Guam, the DoD has committed to the implementation of APM as one of the key mitigation measures. APM involves adjusting the pace and sequencing of construction necessary to support the military realignment activities to avoid and/or reduce significant environmental impacts or overstressing Guam's infrastructure. APM will be implemented through the use of a CMCC.

The CMCC will consist of representatives from GovGuam and various federal agencies. The basic functions of the CMCC are to:

1. Gather, share, and analyze data;
2. Coordinate discussion among the DoD, GovGuam, and federal agencies regarding resources and infrastructure on Guam affected by the military realignment effort; and

3. Develop advice and recommendations on how to manage future DoD construction activity and other actions undertaken by GovGuam or federal agencies associated with the military realignment.

The CMCC shall:

- not create any new authorities or limits on the existing authorities of agencies participating on the Council;
- be advisory only;
- focus on the coordination of military, public, and private construction activity on Guam resulting from the military realignment effort and on development of advice and recommendations to execution agencies/entities regarding measures to avoid or reduce significant environmental impacts, measures to avoid exceeding utility infrastructure capacity, and measures to avoid or reduce adverse impacts on social services associated with construction activities resulting from the military realignment.

ACCESS TO HISTORICAL OR OTHER CULTURAL SITES

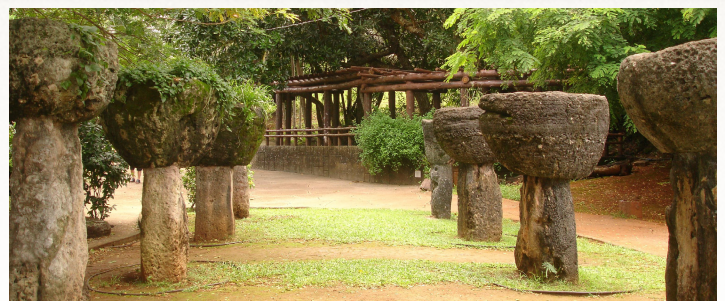
Concern about the loss of unlimited access to the Pagat area and lack of access to other historic and culture sites on DoD property have been voiced by the public. The DoD will continue to work with local stakeholders to harmonize access request procedures at all Guam military installations. Upon completion of the Section 106 consultation process under NHPA and selection of a specific site for the construction and operation of a live fire training range complex in the Route 15 area, stakeholder representatives from



the Guam State Historic Preservation Office (SHPO), Department of Chamorro Affairs, Guam Preservation Trust, other interested organizations, and members of the public will be invited to consult on an access plan to ensure all concerns and potential solutions are identified. The range access plan will be one component of a range management plan with an emphasis on providing maximum public access in accordance with safety requirements.

PRESERVATION OF THE GUAM AND CHAMORRO CULTURES

DoD leadership respects Chamorro social and cultural traditions and recognizes how these traditions uniquely identify the Chamorro people at home and regionally among Pacific Islanders. The DoD will continue to be good neighbors, taking care not to cause stress on Guam's community and cultural resources, and to pursue programs to enhance community cohesiveness, appreciation and learning through existing and new partnerships.



GUAM MILITARY RELOCATION RECORD OF DECISION (ROD)

SUMMARY

The Record of Decision documents the major agreements between the DoD and various federal regulatory agencies regarding key issues, describes refined action alternatives for Guam's potable water and wastewater systems, confirms the DoD's commitment to the use of force flow reduction and Adaptive Program Management (APM) as mitigation measures, and establishes a CMCC to implement adaptive program management.

Important to Note: There are several key decisions and issues that remain unresolved. Their review, discussion, debate, and resolution should occur in a collaborative fashion utilizing the existing avenues for coordination and discussion that are available to the Government of Guam and the people of Guam.

The ROD also summarizes that the Navy received nearly 300 public comments during the 30-day review comment period for the Final EIS. They were identified by the following: 18 were general in nature and did not focus on any specific issue or area; approximately 120 comments were categorized in the following six major categories:

1. NEPA process,
2. Mitigation measures including APM and CMCC,
3. Training range alternative location/Pagat impacts / access,
4. "One Guam" and funding for necessary utility and roadway improvements,
5. Terrestrial biology / bio-security, and
6. Cultural resources.

The remaining FEIS comments addressed 25 other areas or concerns, most of which are addressed in the FEIS or within the relative subject matter discussion contained in the ROD, but are not necessarily specifically cited. The response to comments were reflected in specific sections of the ROD or within the information provided in the FEIS.

Other relevant components were also considered such as: Political Interest and Concerns as reflected in Guam Legislature Resolution 275, CNMI's offer of the use of Tinian through CNMI S.R. 17-17, and Guam Legislature Resolution 444-30 (LS).

While many of the issues raised through these resolutions, public comment, and continued cooperation and coordination within the Federal and local regulatory agencies have been addressed in the FEIS, others cannot be addressed through this ROD. CNMI's late-breaking offer of Tinian was not considered a feasible alternative that merited further study or development of a supplemental DEIS.

Keys to Successful Management: The successful and effective use of the CMCC will allow issues to be openly debated and resolved. The partnership between Guam's regulatory agencies and their federal counterparts can and should focus on those technical issues to meet Regulatory Statutes and Guam regulations.

The success of the APM is predicated on: the time-frame of the construction phase of the buildup, the approaches and solutions that will be introduced to minimize buildup impacts, and the resulting culture and quality of life for all of Guam's inhabitants.

BOTTOM LINE: *Hopefully, these solutions and actions will come to fruition relatively soon and the leadership of the stakeholder agencies, and the major decision-makers can forge a reasonable way forward that achieves the goals of the military beddown, minimizes the impacts to the people and environment of Guam, and preserves the culture of this Island.*

Quick References:

The ROD refers to the Guam Military Relocation Final Environmental Impact statement (FEIS). An FEIS Executive Summary brochure can be found on the web at www.one.guam.gov.

In addition, definitions for terms and acronyms used in this and other related reports can also be found in the Acronym Guide and Glossary at www.one.guam.gov.



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Your questions and comments are welcome.
Please visit the website at www.one.guam.gov.